

**Report on the  
County of Prince William - City of Manassas  
Voluntary Settlement Agreement**



**Commission on Local Government  
Commonwealth of Virginia**

**July 1996**

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**COUNTY OF PRINCE WILLIAM - CITY OF MANASSAS  
VOLUNTARY SETTLEMENT AGREEMENT**

**PROCEEDINGS OF THE COMMISSION**

On March 5, 1996 Prince William County and the City of Manassas formally submitted to the Commission on Local Government for review a proposed voluntary settlement which the two jurisdictions had negotiated under the authority of Section 15.1-1167.1 of the Code of Virginia.<sup>1</sup> Consistent with the Commission's Rules of Procedure, the notice was accompanied by data and materials supporting the proposed agreement.<sup>2</sup> Further, in accordance with statutory requirement, the City and County concurrently gave notice of the proposed agreement to nine other localities with which they shared functions, revenues, or tax sources.<sup>3</sup> The proposed settlement agreement calls for the governing bodies of the two jurisdictions (1) to submit to this Commission "for hearing, report, and recommendations" a proposal to transfer certain property in the City (identified as the "Courthouse Complex") to the County, (2) to complete the transfer of such property to the jurisdiction of the County within seven days from the entry of a court order authorizing that transfer, (3) for the continuance of all service arrangements and mutual aid agreements

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<sup>1</sup>The two jurisdictions presented the voluntary settlement to this Commission for review pursuant to an order entered by the Circuit Court of Prince William County on February 27, 1996.

<sup>2</sup>**Notice by County of Prince William and the City of Manassas of Voluntary Settlement Agreement** (hereinafter cited as **Joint Notice**, March 4, 1996.

<sup>3</sup>Sec. 15.1-945.7 (A), Code of Va.

between the two jurisdictions or with other entities, unless modified under the terms of those instruments, and (4) for the reversion of the property in question to the jurisdiction of the City in the event that "the physical place where the Prince William Circuit Court judges hold court" is relocated from the Courthouse Complex.<sup>4</sup>

The Commission met in the City of Manassas on May 6, 1996 to tour the Courthouse Complex and adjacent areas, to receive oral presentations from representatives of the two jurisdictions regarding the agreement, and to conduct a public hearing for the purpose of receiving citizen comment.<sup>5</sup> The public hearing, which was advertised in accordance with Section 15.1-945.7 (B) of the Code of Virginia, was attended by approximately 35 persons and produced testimony from 13 individuals. In order to permit receipt of additional public comment, the Commission agreed to keep open its record for written submissions through May 20, 1996.

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<sup>4</sup>See **Appendix A** for the complete text of the Voluntary Settlement Agreement.

<sup>5</sup>Commissioner Harold S. Atkinson was unable to participate in the Commission's proceedings on May 6. As a consequence, he was not a participant in the discussions, deliberations, drafting, or approval of this report.

## SCOPE OF REVIEW

The Commission on Local Government is directed by law to review proposed annexations, petitions for partial county immunity, and other local boundary change and transition issues, as well as negotiated agreements settling such matters, prior to their presentation to the court for ultimate disposition. Upon receipt of notice of such proposed action or agreement, the Commission is directed "to hold hearings, make investigations, analyze local needs" and to submit a report containing findings of fact and recommendations regarding the issue to the affected local governments.<sup>6</sup> With respect to a proposed agreement negotiated under the authority of Section 15.1-1167.1 of the Code of Virginia, the Commission is required to determine in its review "whether the proposed settlement is in the best interest of the Commonwealth."

It is evident that the General Assembly encourages local governments to attempt to negotiate settlements of their interlocal concerns. Indeed, one of the statutory responsibilities of this Commission is to assist local governments in such efforts. In view of this legislative intent, the Commission believes that proposed interlocal agreements, such as that presented by the City of Manassas and Prince William County, should be approached with respect and a presumption of their

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<sup>6</sup>Sec. 15.1-945.7 (A), Code of Va.

compatibility with applicable statutory standards. The Commission notes, however, that the General Assembly has decreed that interlocal agreements negotiated under the authority of Section 15.1-1167.1 of the Code of Virginia must be reviewed by the Commission prior to their final adoption by the local governing bodies. We are obliged to conclude, therefore, that while interlocal agreements are due respect and should be approached with a presumption of their consistency with statutory standards, such respect and presumption cannot be permitted to render our review a **pro forma** endorsement of any proposed settlement. Our statutory responsibility to the Commonwealth and to the affected localities requires more.

## **ELEMENTS OF THE PROPOSED AGREEMENT**

### **TRANSFER OF JURISDICTION OVER THE COURTHOUSE COMPLEX**

The central component of the proposed agreement calls for the contraction of the boundaries of the City of Manassas such that a portion of the municipality, identified as the Courthouse Complex, will be detached from Manassas and returned to the jurisdiction of Prince William County. The Courthouse Complex encompasses three parcels of property totaling in the aggregate approximately 39.1 acres of territory.<sup>7</sup> Situated on those

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<sup>7</sup>**Joint Notice**, Exh. E.

parcels are the Judicial Center (i.e., the Prince William County Courthouse); the Adult Detention Center and the Modular Jail; the Prince William Senior Citizens Center; a Prince William County Police substation; three buildings utilized by the Prince William Health District; the Prince William County Registrar's Office; the Police Evidence Building; a structure housing the administrative offices of the Prince William Fire and Rescue Operations; a building utilized by employees of Prince William County's Office of Technology, Facilities, and Support Services; and several unoccupied structures.<sup>8</sup> The County has estimated that the various government-related activities at the Courthouse Complex are staffed by approximately 650 personnel.<sup>9</sup> In addition, the Courthouse Complex contains and is served by one private entity, Chandler's Delicatessen, which employs eight persons.<sup>10</sup> While all the real property within the Courthouse Complex is listed by the City of Manassas as tax exempt, the current total landbook value of all real estate and improvements thereon is \$39.0 million.<sup>11</sup> The sole private activity located at the Courthouse

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<sup>8</sup>Sharon E. Pandak, County Attorney, County of Prince William, letter to staff of Commission on Local Government, April 10, 1996.

<sup>9</sup>***ibid.*** Many of the personnel officially located at the Courthouse Complex function off-premises during the course of each workday.

<sup>10</sup>***ibid.***

<sup>11</sup>Robert W. Bendall, City Attorney, City of Manassas, letter to staff of Commission on Local Government, April 5, 1996, Exh. C/M-1b. The exhibit was prepared by the Commissioner of Revenue of the City of Manassas.

Complex, Chandler's Delicatessen, generated approximately \$8,600 in business-related revenues for the City of Manassas in calendar year 1995.<sup>12</sup> Thus, the area which would be detached from the City of Manassas and transferred to Prince William County pursuant to the proposed agreement is essentially a concentration of publicly owned land and facilities which are tax exempt and which generate little in the way of revenues for the City of Manassas as a result of on-premises activity.

### **SERVICE ARRANGEMENTS**

The proposed agreement calls for Prince William County to assume "all governmental and proprietary functions associated with possession of jurisdiction" within the Courthouse Complex immediately upon the transfer of that area to the County.<sup>13</sup> However, the agreement provides (1) that, unless notified otherwise by Prince William County, the City will continue to provide water, sewer, and electric services to the Courthouse Complex and (2) that "any mutual aid agreements or service provision arrangements between the City and the County or with other entities" shall remain in effect unless modified under the terms of those

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<sup>12</sup>Bendall, letter to Commission on Local Government, April 5, 1996, Exh. C/M2. This exhibit was prepared by the Commissioner of Revenue of the City of Manassas.

<sup>13</sup>Voluntary Settlement Agreement, Sec. 4.0.



instruments.<sup>14</sup> As a consequence of the latter, the City will continue to provide an initial response to police, fire, and other emergency service calls from within the Courthouse Complex.<sup>15</sup> Thus, the proposed agreement does not necessitate any immediate change with respect to the provision of utility or emergency services within the area in question.

### **REVERSION TO JURISDICTION OF THE CITY OF MANASSAS**

Under the terms of the proposed agreement the territory embracing the Courthouse Complex will be re-incorporated into the City of Manassas in the event that the Prince William County Courthouse is relocated to a site outside the boundaries of that area.<sup>16</sup> The "Prince William County Courthouse" is specifically identified as "the physical place where the Prince William County Circuit Court judges hold court."<sup>17</sup> The proposed agreement calls for the reversion to take effect seven days after the removal of the specified judicial activity from the Courthouse Complex. Accordingly, if this major focal point of judicial and administrative activity is ever removed from the Courthouse Complex, the City will regain

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<sup>14</sup>**Ibid.**

<sup>15</sup>Pandak, letter to staff of Commission on Local Government, April 10, 1996.

<sup>16</sup>Voluntary Settlement Agreement, Sec. 3.2.

<sup>17</sup>**Ibid**

jurisdiction over that property, which is strategically situated at the core of the municipality.<sup>18</sup>

### **STANDARD FOR REVIEW**

As noted previously, the Commission on Local Government is charged with reviewing proposed interlocal settlements negotiated under the authority of Section 15.1-1167.1 of the Code of Virginia to determine whether such settlements are "in the best interest of the Commonwealth." In our view, the State's interest in this and other proposed interlocal agreements is fundamentally the preservation and promotion of the general viability of the affected localities. In this instance, the Commission is required to review an interlocal agreement whose two principal elements would (1) detach from the City of Manassas and transfer to the jurisdiction of Prince William County an area of approximately 39.1 acres located near the center of the municipality and (2) re-incorporate that area into the City in the event that the Prince William County Circuit Court is removed from the Courthouse Complex. A proper analysis of the proposed Prince William County - City of Manassas settlement agreement, as mandated by statute, requires consideration of the ramifications of

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<sup>18</sup>It is relevant to note that under Virginia law a county courthouse cannot be relocated to a noncontiguous site except by voter approval in a referendum. (See Article 3, Chapter 12, Title 15.1, Code of Va.)

these provisions with respect to the current and future viability of the two jurisdictions.

### **HISTORICAL BACKGROUND**

On May 1, 1975 the Town of Manassas exercised its option under the then existing law and effected a transition to city status. In April 1976 the newly established independent city entered an agreement with Prince William County to resolve a number of intergovernmental issues raised by the transition. A principal component of the 1976 agreement was a provision by which the City agreed "to institute proceedings necessary to exclude from its corporate boundaries and from [its] jurisdiction . . . the contiguous property constituting the Courthouse Complex."<sup>19</sup> The 1976 agreement also contained a provision by which the County agreed that the Courthouse Complex "shall again become incorporated within the City" in the event "that the Prince William County Courthouse is relocated."<sup>20</sup> The jurisdictions agreed that "any court order or legislation" effecting the transfer of the Courthouse Complex to the County "shall contain a reversionary clause to such effect."<sup>21</sup> The interlocal settlement agreement currently before this Commission constitutes the City of Manassas' belated

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<sup>19</sup>See Section D of the 1976 interlocal agreement. The 1976 agreement appears as Exh. A attached to the **Joint Notice**.

<sup>20</sup>**Ibid**

<sup>21</sup>**Ibid.**

initiative to effect the exclusion of the Courthouse Complex from its corporate boundaries as prescribed by the 1976 accord.<sup>22</sup> Notwithstanding the commitment made by the Manassas City Council in 1976 and the succeeding legal actions relative to the issue, the current agreement is presented to the Commission on Local Government under a statute which mandates a critical review of the proposed instrument with respect to the interest of the State in protecting and preserving the viability of the affected local governments.

#### **DEMOGRAPHIC AND FISCAL CONSIDERATIONS**

Contrary to the trends confronted by many of Virginia's independent cities, the City of Manassas has experienced demographic and economic growth in recent years which compares favorably with that of its adjoining county. Between 1980 and 1990 the population of the City of Manassas rose from 15,438 to 27,957, or by 81.1%, while that of Prince William County increased from 144,703 to 215,686, or by 49.1%.<sup>23</sup> Moreover, initial population estimates for 1994 place the City's populace at 31,700,

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<sup>22</sup>After extended legal proceedings, the interlocal agreement currently under review has been submitted to this Commission pursuant to an order entered by the Circuit Court of Prince William County on February 27, 1996. A copy of the court order appears as Exh. D attached to the **Joint Notice**.

<sup>23</sup>See **Appendix B** for a comparative statistical profile of the demographic, social, economic, and fiscal changes experienced by the two jurisdictions during the decade of the 1980s.

an increase of 13.4% since the preceding decennial census, and that of Prince William County at 238,000, a growth of 10.4% since 1990.<sup>24</sup>

In terms of fiscal attributes, data produced by this agency reveal similar profiles for Manassas and Prince William County, with both jurisdictions being characterized as experiencing "below average stress" in relation to the Commonwealth's other counties and cities during the 1993/94 fiscal period.<sup>25</sup> Notwithstanding the relatively strong fiscal status of the City of Manassas indicated by the 1993/94 data, there are disquieting trends noted by this Commission. Our analyses reveal that between FY 1989 and FY 1994 the City's average annual rate of change in per capita total local-source revenue collections was the lowest of all of the Commonwealth's 136 counties and cities (- 2.02%).<sup>26</sup> Indeed, no other Virginia locality exhibited a negative average annual rate of change in per capita total local-source revenue collections during the six-year period in

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<sup>24</sup>University of Virginia, Weldon Cooper Center for Public Service, "1994 Provisional Population Estimates," Nov. 10, 1995.

<sup>25</sup>**Report on the Comparative Revenue Capacity, Revenue Effort, and Fiscal Stress of Virginia's Counties and Cities 1993/94** (forthcoming).

<sup>26</sup>See **Attachment C**. As measured by the Commission, "own-source" revenue excludes payments in lieu of taxes by enterprise activities (whether externally controlled or internally managed), certain compensatory collections generated through the settlement of city-county annexation issues, and funds transferred across community lines under general revenue-sharing agreements.

question.<sup>27</sup> Again, however, despite this disturbing trend-line, data reveal that as of 1993/94 the City of Manassas remained, in comparative terms, one of the Commonwealth's least fiscally stressed jurisdictions.

With respect to the impact on the City of Manassas of the proposed transfer of the Courthouse Complex to Prince William County, the immediate fiscal consequences for the municipality appear negligible. Representatives of both jurisdictions have expressed agreement that, given its present state of development and ownership, the transfer of the Courthouse Complex to the County will have minimal impact on the tax base of the municipality.<sup>28</sup> The City has specifically stated that "[a]s long as the public street configuration is left unaltered and as agreed upon by the parties, the economic impact measured by loss of tax revenues to the City is minimal."<sup>29</sup>

This Commission is cognizant, however, that future development in the Courthouse Complex can have significant consequences for the City of Manassas. Accordingly, the City of Manassas has an understandable

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<sup>27</sup>The average annual rate of change in per capita total local-source revenue collections in Prince William County during the period was +3.19%. (*Ibid.*)

<sup>28</sup>Bendall, letter to staff of Commission on Local Government, April 5, 1996; and Pandak, letter to staff of Commission on Local Government, April 10, 1996.

<sup>29</sup>Bendall, letter to staff of Commission on Local Government, April 5, 1996.

interest in the extent and nature of development which is proposed for the Courthouse Complex. While it is not unprecedented in the Commonwealth for islands of unincorporated property to be located within a municipality, such a situation carries inherent shortcomings and has the potential for interjurisdictional difficulty.

### **SERVICE RESPONSIBILITY**

With the transfer of the Courthouse Complex to the jurisdiction of Prince William County, ultimate responsibility for the provision of all services to that area will devolve upon the County. However, under the terms of the proposed agreement the City will continue to provide water, sewer, and electric service to that area until the County exercises other service options.<sup>30</sup> In addition, the proposed agreement expressly continues all mutual aid and interlocal service arrangements pursuant to the existing terms of those instruments.<sup>31</sup> According to the County, such instruments cover the provision of police, fire, and emergency services to the Courthouse Complex.<sup>32</sup> The proximity of the City's fire suppression and other emergency services to the Courthouse Complex suggests the propriety of maintaining those existing interlocal service agreements. In

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<sup>30</sup>Voluntary Settlement Agreement, Sec. 4.2.

<sup>31</sup>**Ibid.**, Sec. 4.3.

<sup>32</sup>Pandak, letter to staff of Commission on Local Government, April 10, 1996.

terms of operational expenditures, the transfer of the Courthouse Complex to the jurisdiction of the County will, according to representatives of the City, "beneficially impact" the municipality by eliminating some of the service responsibilities that it has borne in that area.<sup>33</sup> In sum, the transfer of jurisdiction over the Courthouse Complex to the County does not threaten the provision of essential services to that area contrary to the interests of the Commonwealth, and it will have a modestly beneficial impact on the City's expenditures for services.

#### **REVERSION OF COURTHOUSE COMPLEX TO CITY OF MANASSAS**

As noted earlier, the proposed agreement currently before this Commission includes a reversion provision consistent with that which was embraced within the 1976 accord. The provision specifies that the Courthouse Complex will revert to the jurisdiction of the City and will be re-incorporated into the municipality in the event that the "Prince William County Courthouse" is relocated from the Courthouse Complex. The current agreement defines the Prince William County Courthouse as "the physical place where the Prince William County Circuit Court judges hold

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<sup>33</sup>The City of Manassas has indicated that it will experience operational savings as a result of its discontinuance of the enforcement of building codes, the investigation of crimes, and the prosecution of misdemeanors which occur in the Courthouse Complex area. (Bendall, letter to staff of Commission on Local Government, April 5, 1996.)



court."<sup>34</sup> The proposed agreement provides that this reversion to municipal jurisdiction shall occur seven days after the removal of the Circuit Court from the Courthouse Complex. This element of the proposed agreement is, from our perspective, of significant value to the City of Manassas, for it assures the City that this focal point of the community's corporate life will either remain in the municipality or that the property containing the Courthouse Complex will be returned to the jurisdiction of Manassas, thereby rendering its future development subject to the City's planning and regulatory instruments. We find this element of the proposed agreement equitable and, accordingly, in the best interest of the Commonwealth.

### **FINDINGS AND RECOMMENDATIONS**

The proposed transfer of the Courthouse Complex from the City of Manassas to Prince William County will have, based on present conditions, only a minimal impact on the two jurisdictions. In terms of demographics, fiscal resources, and service provision, the transfer of the property in question clearly will not affect the viability of either locality in a manner contrary to the best interest of the Commonwealth. However, future development in the Courthouse Complex may well have a far more significant impact on the adjacent historic, commercial, and residential areas and, accordingly, on the municipality in general. As a consequence

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<sup>34</sup>Voluntary Settlement Agreement, Sec. 3.2.

of this situation, the City of Manassas has a legitimate interest in the nature and intensity of the development which will occur at the Courthouse Complex, and that interest should be accorded appropriate recognition.<sup>35</sup>

While this Commission recognizes that islands of unincorporated property located within municipalities are not unprecedented in Virginia, such situations do not represent ideal governmental arrangements which merit replication. Irrespective of the historical factors which may have given rise to such arrangements, the Commonwealth should endeavor to avoid the perpetuation of situations where one jurisdiction is empowered to develop property located within another without appropriate consultation with the local governing body which represents the residents and businesses most immediately affected.

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<sup>35</sup>During the course of the Commission's public hearing on May 6, 1996, expressions of concern were voiced regarding the safety of the public in the vicinity of the jail resulting from the release of impecunious persons from the penal facilities. The Superintendent of the Prince William-Manassas Regional Adult Detention Center has responded by citing practices followed by jail personnel which address those concerns. The Commission has been advised by the Superintendent that, where there is a known need for such, transportation to the bus or train depot, the cost of a ticket for the use of such public conveyance, and appropriate clothing are provided to releasees. (Glendell Hill, Superintendent, Prince William-Manassas Regional Adult Detention Center, letter to staff of Commission on Local Government, May 17, 1996.) Continued and rigid adherence to such practices by the jail authorities is clearly appropriate. While this Commission fully appreciates the safety issues voiced by citizens at the public hearing, our concerns regarding the interests of the City of Manassas go beyond those considerations.

With respect to the specifics of the interlocal issue now under review, the Board of Supervisors of Prince William County currently proposes to undertake a number of projects within the Courthouse Complex, with the principal components calling for (1) an expansion of the judicial center to provide six new courtrooms, (2) an enlargement of the detention facilities on the property to provide an additional 200 inmate beds, and (3) the demolition of four structures and their replacement with a 300-space parking garage.<sup>36</sup> The City of Manassas has expressed its opposition to the proposed expansion of the detention facilities at the Courthouse Complex and has sought to establish a cap on the inmate population housed at those facilities through the imposition of conditions which would be attached to the issuance of a special use permit.<sup>37</sup> Moreover, the evidence suggests that the present controversy between the two jurisdictions will extend into the future, for projections have been submitted to the State Department of Corrections which indicate that, under one set of assumptions, the expanded detention facilities may be overcrowded "within one to three years of opening."<sup>38</sup>

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<sup>36</sup>Pandak, letter to staff of Commission on Local Government, April 10, 1996.

<sup>37</sup>Resolution of the City Council, City of Manassas, R 96-19, Aug. 28, 1995. The average daily population (ADP) at the detention facilities operated by the Prince William-Manassas Regional Jail Board as of May 1996 was 434. Only 1.6% of that total ADP, or 7.2 inmates, were considered City of Manassas prisoners. (Hill, letter to staff of Commission on Local Government, June 24, 1996.)

<sup>38</sup>Regional Adult Detention Center, Department of Public Works, Office of Community Corrections, **Community-Based Corrections Plan for the Prince William - Manassas Regional Adult Detention Center Expansion**

This Commission fully supports the fulfillment by the City of Manassas of its 1976 commitment to return the Courthouse Complex to the jurisdiction of Prince William County. However, we have grave concerns regarding the political and governmental appropriateness of permitting an expansion of the detention facilities on that property at the sole discretion of Prince William County. This arrangement establishes a decision-making process which lacks equilibrium by failing to give an appropriate voice to the citizenry most immediately affected. In our view, the best interest of the Commonwealth is not served by such an arrangement.<sup>39</sup> While this Commission is not unmindful of the protracted interlocal controversy and legal proceedings which have preceded the agreement currently before us, that history does not enable us to endorse an instrument which would perpetuate a seriously flawed governmental arrangement.

Accordingly, the Commission recommends that the proposed agreement be amended to include a provision which calls for consultation between the City of Manassas and Prince William County regarding any expansion of the detention facilities at the Courthouse Complex and, in the

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**and Renovation** (revised), Oct. 19, 1994, p. 43.

<sup>39</sup>Placing all issues concerning the future development of this complex, which is totally within the City of Manassas, under the sole authority of Prince William County would create a situation analogous to the operation of the Lorton Prison in Fairfax County. The continuing intergovernmental tensions and controversy surrounding the operation of that facility suggest that the Lorton arrangement is not a model for replication.

absence of agreement by the two jurisdictions on any such plans, for the referral of the issue to another entity for prompt and definitive resolution. While numerous mechanisms could be utilized to effect such resolution, the current agreement might be modified to call for the establishment and use of an arbitration panel as specified by the parties or, alternatively, for the reconvening of a special three-judge court as authorized by Section 15.1-1167.1 (2) of the Code of Virginia. The inclusion of such a provision in the revised agreement, while certainly not guaranteeing the termination of all interlocal discord regarding the issue, would (1) assure the City of Manassas of an appropriate voice with respect to any proposed enlargement of the detention facilities at the Courthouse Complex, (2) prevent any undue restriction of the County's authority to exercise its jurisdiction over the area in question, and (3) assure a prompt disposition of those issues not susceptible to resolution through interlocal negotiations. The inclusion of such a provision in a modified instrument would permit this Commission to find the proposed agreement "in the best interest of the Commonwealth" and enable it to recommend the court's approval of the accord. With that end in mind, this Commission would be pleased to designate an experienced, independent mediator to assist the parties in an effort to negotiate expeditiously such an amendment.

Respectfully submitted,

Wm. S. Hubbard  
William S. Hubbard, Chairman

James J. Heston  
James J. Heston, Vice Chairman

Frank Rafla  
Frank Rafla

Geline B. Williams  
Geline B. Williams

VOLUNTARY SETTLEMENT AGREEMENT

This Voluntary Settlement Agreement is entered into this 15 day of February, 1996, and executed in duplicate originals, between the BOARD OF COUNTY SUPERVISORS OF PRINCE WILLIAM COUNTY, a political subdivision of the Commonwealth of Virginia (the "County") and THE CITY OF MANASSAS, a Municipal Corporation (the "City"), pursuant to §15.1-1167.1 of the Code of Virginia (1950), as amended.

**WHEREAS**, on April 12, 1976, in connection with the transition of the Town of Manassas to city status, the City and the County entered into an agreement ("the 1976 Agreement") attached as Exhibit A; and

**WHEREAS**, on April 19, 1994, the Circuit Court of Prince William County ("the Circuit Court") entered an order directing the City to make a good faith effort to return the area known as the Courthouse Complex to the County's control as the City had agreed in the 1976 Agreement, which order is attached as Exhibit B; and

**WHEREAS**, after an appeal of said Circuit Court Order, the Virginia Supreme Court in an opinion dated June 9, 1995, affirmed the decision of the Circuit Court and remanded the case to the Circuit Court for continuing jurisdiction, which opinion is attached as Exhibit C; and

**WHEREAS**, the City and the County have submitted to the Circuit Court arguments as to various proceedings which may be instituted to effectively transfer jurisdiction of the Complex to the County; and

**WHEREAS**, the Circuit Court has determined that the most appropriate and effective method for such proceeding is by the voluntary settlement agreement process, set forth in § 15.1-1167.1 of the Code of Virginia (1950), as amended, to transfer jurisdiction of the Courthouse Complex from the City to the County and to provide for reversion thereof in the event the Prince William County Courthouse is relocated from the Complex and has so directed in the order attached as Exhibit D; and

**WHEREAS**, pursuant to the latter order, the City and County have entered into negotiations pursuant to Title 15.1, Chapter 26.1:1 of the Code of Virginia (1950), as amended, and have reached this Voluntary Settlement Agreement.

**NOW, THEREFORE**, in consideration of the mutual covenants and agreements contained herein, the parties agree with each other as follows:

**SECTION 1.0            DEFINITIONS**

*Commission* shall mean the Commission on Local Government.

*Court* shall mean the special three-judge court appointed by the Supreme Court of Virginia pursuant to §§ 15.1-1167.1 and 15.1-1168 of the Code of Virginia (1950), as amended.

## **SECTION 2.0 PROCEEDINGS TO TRANSFER JURISDICTION**

2.1 Upon approval of this Agreement by the governing bodies of both City and County, it shall be presented promptly to the Commission for hearing, report and recommendations pursuant to the Code of Virginia.

2.2 Upon receipt of the Commission's report, the governing bodies of the City and County shall each promptly, after due publication, conduct one or more public hearings prior to adoption of an ordinance approving and adopting the Agreement.

## **SECTION 3.0 JURISDICTIONAL TRANSFER**

3.1 The City and County agree that, upon entry of an appropriate order by the Court, jurisdiction over the area described by plat and metes and bounds description set forth in Exhibit E, known as the Courthouse Complex, shall transfer from the City to the County. The effective date of the transfer of jurisdiction shall be midnight seven (7) days from the date of entry of the order of the Court.

3.2 The City and County agree that, pursuant to Paragraph D of the 1976 Agreement, any order or decree by the Court transferring jurisdiction of the Courthouse Complex to the County shall also provide that in the event the Prince William County Courthouse, that is, the physical place where the Prince William County Circuit Court judges hold court, is relocated from the Courthouse Complex, the jurisdiction of said Complex shall revert to the City and again be within the corporate limits of the City. Any order or decree by the Court shall require the Chief Judge of the Circuit Court relocating from the Courthouse Complex to enter an order acknowledging the Circuit Court's removal and date thereof. The effective date of reversion shall be midnight seven (7) days after the removal of the Circuit Court from the Courthouse Complex.

## **SECTION 4.0 ADMINISTRATIVE ISSUES RELATED TO TRANSFER OF JURISDICTION**

4.1 Except as stated herein, the County will assume all governmental and proprietary functions associated with possession of jurisdiction in the Courthouse Complex immediately upon transfer of jurisdiction.

4.2 Until further notice from the County, the City will continue to provide water and sewer and electric service to the Courthouse Complex contingent upon continued payment by the Courthouse Complex users for such service.



4.3 Unless otherwise amended as required by their respective provisions, any mutual aid agreements or service provision agreements between the City and the County or with other entities shall not be affected by this transfer of jurisdiction.

4.4 The City will continue to have jurisdiction over and maintain Peabody Street, Lee Avenue and Church Street within the public rights-of-ways of those streets abutting or traversing the Courthouse Complex. The City shall not in any way deny the County vehicular access to these streets. Provided, that the City shall retain all easements (recorded or unrecorded) as now provided or as necessary to maintain the utilities operated by the City and furnished to users in the Courthouse Complex and the public, as identified on the plat attached as Exhibit F. The County shall retain the right to relocate utilities as necessary at its expense.

4.5 The City and the County agree to use their best efforts to effectively and efficiently transfer jurisdiction.

**SECTION 5.0 MISCELLANEOUS PROVISIONS**

5.1 Neither party will move to vacate, suspend, modify or appeal the lawful order of the special three judge Court approving this Voluntary Settlement Agreement.

Dated this 15 day of February, 1996.

ATTEST: Linda A. Hawley  
Linda A. Hawley, City Clerk

APPROVED BY COUNCIL  
on Feb. 12, 1996  
Date

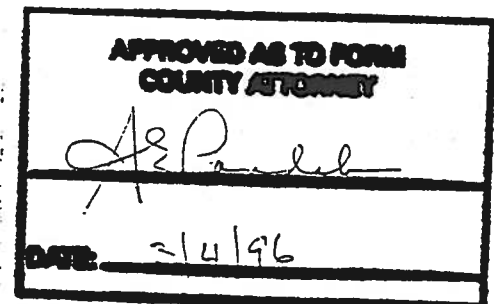
ATTEST: Phillip J. Campbell  
Phillip J. Campbell, Clerk to the Board

THE CITY OF MANASSAS

Robert L. Browne  
Robert L. Browne, Mayor

BOARD OF COUNTY SUPERVISORS  
OF PRINCE WILLIAM COUNTY

Kathleen T. Seefeldt  
CHAIRMAN



CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

Manassas/Prince William Area

Manassas City - A  
Prince William County - B

Status and Statewide Ranking on Selected

Demographic, Social, Economic, and Fiscal Variables

(1 = low; 136 = high)

	(A) STATUS	RANK	(B) STATUS	RANK
<u>Characteristics of Housing</u>				
Percent Occupied Housing Units Owner Occupied ('90):	66.1%	37	71.0%	48
% Change ('80-90):	-2.8%	37	-0.8%	65
Vacant Housing Units as a Percent of Total Units ('90):	7.3%	49	6.8%	40
% Change ('80-90):	-12.6%	29	21.0%	76
Median Value Owner-Occupied Housing Units ('90):	\$150,700	130	\$138,500	128
% Change ('80-90):	125.9%	128	105.8%	113
Median Contract Rent ('90):	\$603	129	\$637	130
% Change ('80-90):	139.3%	104	140.4%	107
Percent Occupied Housing Units Substandard-Overcrowded ('90):	3.1%	93	2.1%	62
% Change ('80-90):	54.9%	133	-4.0%	124
Percent Occupied Housing Units Substandard-Incomplete Plumbing ('90):	0.5%	36	0.3%	20
% Change ('80-90):	-45.7%	124	-77.2%	14
<u>Crime &amp; Vital Statistics</u>				
Crime Rate Per 100,000 In General Population ('90):	4,367	109	3,755	102
% Change ('80-90):	9.6%	100	-8.4%	65

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

Manassas/Prince William Area

Manassas City - A  
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	(A) STATUS	RANK	(B) STATUS	RANK
<u>Crime &amp; Vital Statistics (cont'd)</u>				
Teenage Pregnancies Per 1,000 Females Age 10 to 19 ('90):	60.1	108	41.8	52
% Change ('80-90):	-6.6%	51	-8.8%	47
Live Births Per 1,000 In General Population ('90):	20.4	129	20.4	130
% Change ('80-90):	-12.6%	28	2.5%	65
Infant Deaths Per 1,000 Live Births ('90):	10.5	81	6.1	47
% Change ('80-90):	-45.6%	60	-52.1%	50
<u>Income and Poverty</u>				
Per Capita Income ('89):	\$18,554	129	\$17,833	125
% Change ('79-89):	117.0%	111	117.1%	112
Percent Families below Poverty Level ('89):	2.7%	6	2.3%	4
% Change ('79-89):	-56.2%	6	-43.9%	17
<u>Education</u>				
Average Annual Salary All Classroom	\$29,775	101	\$33,716	126
Teaching Positions ('89-90):	94.6%	43	87.4%	21
% Change ('80-81 to '89-90):				
Pupil-Teacher Ratio ('89-90):	13.7	55	15.0	110
% Change ('80-81 to '89-90):	-8.5%	89	-10.7%	72

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980S

Manassas/Prince William Area

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	(A) STATUS	RANK	(B) STATUS	RANK
<b>Education Profile</b>				
Percent Population with Minimum Education ('90):	84.3%	124	88.0%	131
% Change ('80-90):	6.4%	5	7.5%	7
<b>Employment Profile</b>				
Average Annual Total Covered Positions ('90):	17,135	103	55,222	125
% Change ('80-90):	78.9%	125	105.5%	133
Percent in Agriculture, Forestry, and Fishing ('90):	0.3%	36	1.3%	90
% Change ('80-90):	6.0%	39	38.9%	57
Percent in Mining ('90):	0.1%	84	0.2%	87
% Change ('80-90):	###	###	-37.7%	34
Percent in Construction ('90):	9.0%	105	12.0%	119
% Change ('80-90):	63.1%	116	13.4%	64
Percent in Manufacturing ('90):	22.9%	74	5.3%	24
% Change ('80-90):	-32.9%	36	-8.8%	95
Percent in Transportation, Communication, and Public Utilities ('90):	4.2%	94	4.9%	106
% Change ('80-90):	30.3%	89	-12.1%	60
Percent in Trade ('90):	26.6%	104	32.6%	128
% Change ('80-90):	3.3%	33	21.6%	82

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

**Manassas/Prince William Area**

Manassas City - A  
 Prince William County - B

Status and Statewide Ranking on Selected  
 Demographic, Social, Economic, and Fiscal Variables

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	(A) STATUS	BANK	(B) STATUS	BANK
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**Employment Profile (cont'd)**

Percent in Finance, Insurance, and Real Estate ('90):	3.4%	84	3.5%	92
% Change ('80-90):	-21.8%	22	21.6%	102
Percent in Services ('90):	26.3%	113	17.0%	74
% Change ('80-90):	28.1%	66	25.4%	60
Percent in Government ('90):	7.1%	8	23.2%	97
% Change ('80-90):	14.3%	118	-30.6%	7

**Composition of Total Local Revenue**

Local-Source Revenue Contribution Per Capita (FY90):	\$1,393	129	\$1,214	125
% Change (FY81-90):	133.0%	85	124.3%	76
Local-Source Revenue Contribution as Percent of Total Local Revenue (FY90):	77.1%	130	68.2%	123
% Change (FY81-90):	12.4%	84	11.7%	80
State Revenue Contribution Per Capita (FY90):	\$392	23	\$521	75
% Change (FY81-90):	69.1%	9	77.8%	12
State Revenue Contribution as Percent of Total Local Revenue (FY90):	21.7%	10	29.3%	20
% Change (FY81-90):	-18.4%	6	-11.5%	13

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

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Composition of Total Local Revenue (cont'd)

Federal Revenue Contribution  
Per Capita (FY90): \$21 3 \$45 17  
% Change (FY81-90): -50.2% 5 -13.7% 47

Federal Revenue Contribution  
as Percent of Total 1.1% 3 2.5% 7  
Local Revenue (FY90): -76.0% 5 -57.0% 42  
% Change (FY81-90):

Expenditures

General Government  
Administration Expenditure  
Per Capita (FY90): \$112 126 \$88 117  
% Change (FY81-90): 173.4% 117 134.4% 94

General Government  
Administration Expenditure  
as Percent of Total (FY90): 7.4% 127 5.6% 98  
% Change (FY81-90): 44.7% 122 22.7% 106

Community Development  
Expenditure Per Capita (FY90): \$16 74 \$26 102  
% Change (FY81-90): 296.4% 107 40.2% 30

Community Development  
Expenditure as Percent  
of Total (FY90): 1.1% 51 1.6% 86  
% Change (FY81-90): 109.7% 109 -26.6% 31

Staff, Commission on Local Government

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

Manassas/Prince William Area

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Demographic, Social, Economic, and Fiscal Variables

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	(A) STATUS	RANK	(B) STATUS	RANK
<u>Expenditures (cont'd)</u>				
Public Works Expenditure Per Capita (FY90):	\$154	110	\$59	80
% Change (FY81-90):	25.9%	8	196.4%	119
Public Works Expenditure as Percent of Total (FY90):	10.2%	106	3.8%	64
% Change (FY81-90):	-33.4%	12	55.1%	122
Public Safety Expenditure Per Capita (FY90):	\$232	118	\$258	125
% Change (FY81-90):	184.6%	114	123.8%	62
Public Safety Expenditure as Percent of Total (FY90):	15.3%	113	16.3%	121
% Change (FY81-90):	50.6%	119	17.2%	76
Education Expenditure Per Capita (FY90):	\$864	120	\$987	130
% Change (FY81-90):	89.1%	57	78.1%	25
Education Expenditure as Percent of Total (FY90):	57.2%	37	62.5%	46
% Change (FY81-90):	0.1%	93	-6.8%	38
Health & Welfare Expenditure Per Capita (FY90):	\$69	42	\$110	99
% Change (FY81-90):	94.1%	33	151.2%	72
Health & Welfare Expenditure as Percent of Total (FY90):	4.6%	10	7.0%	53
% Change (FY81-90):	2.7%	37	31.5%	86

CHANGE IN THE COMMONWEALTH: THE CITY/COUNTY EXPERIENCE IN VIRGINIA DURING THE 1980s

Manassas/Prince William Area

Manassas City - A  
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Status and Statewide Ranking on Selected

Demographic, Social, Economic, and Fiscal Variables

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	(A)	(B)
	STATUS	STATUS
	RANK	RANK

Expenditures (cont'd)

Parks, Recreation, and Cultural Expenditure Per Capita (FY90): \$27 78  
% Change (FY81-90): -3.6% 5

Parks, Recreation, and Cultural Expenditure as Percent of Total (FY90): 1.7% 65  
% Change (FY81-90): -49.6% 5

Debt & Taxes

Net Debt Per Capita (FY90): \$919 110  
% Change (FY81-90): 63.2% 63

Average Effective True Real Estate Tax Rate (90): \$1.34 135  
% Change ('80-90): 9.8% 60

General Property Taxes Per Capita (FY90): \$868 127  
% Change (FY81-90): 132.7% 92

True Real Estate & Public Service Corporation Assessed Value Per Capita ('89): \$59,970 115  
% Change ('80-89): 136.6% 124

Total Taxable Retail Sales Per Capita ('90): \$7,072 98  
% Change ('80-90): 132.3% 125

Staff, Commission on Local Government

8

4/30/96



APPENDIX C

Mean Annual Percentage Change in Total Local-Source Revenue Per Capita  
by  
Locality,  
FY 1989-94  
(Descending-Order Distribution)

Locality	Region	Planning District	Mean Annual Percentage Change in Total Local-Source Revenue Per Capita, FY 1989-94
Charles City County	Richmond (PD 15)	Richmond Regional (PD 15)	20.33
Appomattox County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Central Virginia (PD 11)	16.51
King and Queen County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	13.12
Rappahannock County	Northern Piedmont (PD's 9, 10, 16)	Rappahannock-Rapidan (PD 9)	11.44
Halifax County	Southside (PD's 13, 14, 19)	Southside (PD 13)	11.37
Northampton County	Chesapeake Fringe (PD's 17, 18, 22)	Accomack-Northampton (PD 22)	11.35
Hartsville City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	11.25
Wythe County	Southwest Virginia (PD's 1, 2, 3)	Mount Rogers (PD 3)	11.00
Rockbridge County	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	10.55
Fauquier County	Northern Piedmont (PD's 9, 10, 16)	Rappahannock-Rapidan (PD 9)	10.34
Clarke County	Northern Valley (PD's 6, 7)	Lord Fairfax (PD 7)	10.28
Manassas Park City	Northern Virginia (PD 8)	Northern Virginia (PD 8)	9.78
Bedford City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Central Virginia (PD 11)	9.49
Rockingham County	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	9.40
Lynchburg City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Central Virginia (PD 11)	9.37
Smyth County	Southwest Virginia (PD's 1, 2, 3)	Mount Rogers (PD 3)	9.23
Franklin County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	9.22
Norton City	Southwest Virginia (PD's 1, 2, 3)	LENOX/ISCO (PD 1)	9.07
Washington County	Southwest Virginia (PD's 13, 14, 19)	Mount Rogers (PD 3)	9.02
Amherst County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Crater (PD 19)	8.86
Prince Edward County	Southside (PD's 13, 14, 19)	Central Virginia (PD 11)	8.85
Grayson County	Southwest Virginia (PD's 1, 2, 3)	Piedmont (PD 14)	8.85
Isle of Wight County	Tidewater (PD 23)	Mount Rogers (PD 3)	8.79
Lunenburg County	Southside (PD's 13, 14, 19)	Hampton Roads (PD 23)	8.70
Bath County	Northern Valley (PD's 6, 7)	Piedmont (PD 14)	8.66
Russell County	Southwest Virginia (PD's 1, 2, 3)	Central Shenandoah (PD 6)	8.64
Salem City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Cumberland Plateau (PD 2)	8.40
Powhatan County	Richmond (PD 15)	Fifth (PD 5)	8.35
Bland County	Southwest Virginia (PD's 1, 2, 3)	Richmond Regional (PD 15)	8.32
Williamsburg City	Tidewater (PD 23)	Mount Rogers (PD 3)	8.29
Southampton County	Tidewater (PD 23)	Hampton Roads (PD 23)	8.29
Charlotte County	Southside (PD's 13, 14, 19)	Hampton Roads (PD 23)	8.27
Shenandoah County	Northern Valley (PD's 6, 7)	Piedmont (PD 14)	8.24
		Lord Fairfax (PD 7)	8.24

Mean Annual Percentage Change in Total Local-Source Revenue Per Capita  
by  
Locality,  
FY 1989-94  
(Descending-Order Distribution)

Locality	Region	Planning District	Mean Annual Percentage Change in Total Local-Source Revenue Per Capita, FY 1989-94
Campbell County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Central Virginia (PD 11)	8.23
Carroll County	Southwest Virginia (PD's 1, 2, 3)	Mount Rogers (PD 3)	8.23
Pittsylvania County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	8.22
Covington City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	8.19
Roanoke City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	8.17
Galax City	Southwest Virginia (PD's 1, 2, 3)	Mount Rogers (PD 3)	8.13
Lancaster County	Chesapeake Fringe (PD's 17, 18, 22)	Northern Neck (PD 17)	8.12
Amelia County	Southside (PD's 13, 14, 19)	Piedmont (PD 14)	8.09
Mathews County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	8.09
Nelson County	Northern Piedmont (PD's 9, 10, 16)	Thomas Jefferson (PD 10)	8.07
Cumberland County	Southside (PD's 13, 14, 19)	Piedmont (PD 14)	8.06
Norfolk City	Tidewater (PD 23)	Hampton Roads (PD 23)	8.01
Middlesex County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	7.98
Fredericksburg City	Northern Piedmont (PD's 9, 10, 16)	RADCO (PD 16)	7.95
Westmoreland County	Chesapeake Fringe (PD's 17, 18, 22)	Northern Neck (PD 17)	7.90
Falls Church City	Northern Virginia (PD 8)	Northern Virginia (PD 8)	7.68
Frederick County	Northern Valley (PD's 6, 7)	Lord Fairfax (PD 7)	7.67
Henry County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	7.60
Augusta County	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	7.56
Brunswick County	Southside (PD's 13, 14, 19)	Southside (PD 13)	7.51
Essex County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	7.49
Poquoson City	Tidewater (PD 23)	Hampton Roads (PD 23)	7.38
York County	Tidewater (PD 23)	Hampton Roads (PD 23)	7.34
Giles County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	New River Valley (PD 4)	7.17
New Kent County	Richmond (PD 15)	Richmond Regional (PD 15)	7.15
Mecklenburg County	Southside (PD's 13, 14, 19)	Southside (PD 13)	7.13
Northumberland County	Chesapeake Fringe (PD's 17, 18, 22)	Northern Neck (PD 17)	7.12
Bedford County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Central Virginia (PD 11)	7.06
Floyd County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	New River Valley (PD 4)	7.05
Gloucester County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	6.92
Botetourt County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	6.86
King George County	Northern Piedmont (PD's 9, 10, 16)	RADCO (PD 16)	6.86
Surry County	Southside (PD's 13, 14, 19)	Crater (PD 19)	6.77
Buckingham County	Southside (PD's 13, 14, 19)	Piedmont (PD 14)	6.76

Mean Annual Percentage Change in Total Local-Source Revenue Per Capita  
by  
Locality,  
FY 1989-94  
(Descending-Order Distribution)

Locality	Region	Planning District	Total Local-Source Revenue Per Capita, FY 1989-94	Mean Annual Percentage Change in
Craig County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	6.68	
Highland County	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	6.68	
Charlottesville City	Northern Piedmont (PD's 9, 10, 16)	Thomas Jefferson (PD 10)	6.64	
Dickenson County	Southwest Virginia (PD's 1, 2, 3)	Cumberland Plateau (PD 2)	6.48	
Albemarle County	Northern Piedmont (PD's 9, 10, 16)	Thomas Jefferson (PD 10)	6.47	
Montgomery County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	New River Valley (PD 4)	6.47	
Orange County	Northern Piedmont (PD's 9, 10, 16)	Rappahannock-Rapidan (PD 9)	6.46	
Accomack County	Chesapeake Fringe (PD's 17, 18, 22)	Accomack-Norhampton (PD 22)	6.44	
James City County	Tidewater (PD 23)	Hampton Roads (PD 23)	6.43	
Louisa County	Northern Piedmont (PD's 9, 10, 16)	Thomas Jefferson (PD 10)	6.43	
Winchester City	Northern Valley (PD's 6, 7)	Lord Fairfax (PD 7)	6.41	
Warren County	Northern Valley (PD's 6, 7)	Lord Fairfax (PD 7)	6.37	
Roanoke County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	6.36	
Franklin City	Tidewater (PD 23)	Hampton Roads (PD 23)	6.25	
Clifton Forge City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	6.24	
Hopewell City	Southside (PD's 13, 14, 19)	Crater (PD 19)	6.23	
Danville City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	6.13	
Richmond County	Chesapeake Fringe (PD's 17, 18, 22)	Northern Neck (PD 17)	6.10	
Nottoway County	Southside (PD's 13, 14, 19)	Piedmont (PD 14)	6.08	
Alleghany County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Fifth (PD 5)	6.03	
Chesapeake City	Tidewater (PD 23)	Hampton Roads (PD 23)	6.01	
Emporia City	Southside (PD's 13, 14, 19)	Crater (PD 19)	5.99	
Suffolk City	Tidewater (PD 23)	Hampton Roads (PD 23)	5.95	
Caroline County	Northern Piedmont (PD's 9, 10, 16)	RADCO (PD 16)	5.93	
Staunton City	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	5.90	
Dinwiddie County	Southside (PD's 13, 14, 19)	Crater (PD 19)	5.83	
King William County	Chesapeake Fringe (PD's 17, 18, 22)	Middle Peninsula (PD 18)	5.82	
Harrisonburg City	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	5.70	
Bristol City	Southwest Virginia (PD's 1, 2, 3)	Mount Rogers (PD 3)	5.67	
Lexington City	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	5.64	
Page County	Northern Valley (PD's 6, 7)	Lord Fairfax (PD 7)	5.59	
Goochland County	Richmond (PD 15)	Richmond Regional (PD 15)	5.58	
South Boston City	Southside (PD 13)	Southside (PD 13)	5.54	
Patrick County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	West Piedmont (PD 12)	5.48	

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Locality	Region	Planning District	Total Local-Source Revenue Per Capita, FY 1989-94	Mean Annual Percentage Change in
Lee County	Southwest Virginia (PD's 1, 2, 3)	LENOWISCO (PD 1)	5.41	
Newport News City	Tidewater (PD 23)	Hampton Roads (PD 23)	5.39	
Petersburg City	Southside (PD's 13, 14, 19)	Crater (PD 19)	5.27	
Spotsylvania County	Northern Piedmont (PD's 9, 10, 16)	RADCO (PD 16)	5.24	
Tazewell County	Southwest Virginia (PD's 1, 2, 3)	Cumberland Plateau (PD 2)	5.24	
Fluvanna County	Northern Piedmont (PD's 9, 10, 16)	Thomas Jefferson (PD 10)	5.18	
Prince George County	Southside (PD's 13, 14, 19)	Crater (PD 19)	5.11	
Hadison County	Northern Piedmont (PD's 9, 10, 16)	Rappahannock-Rapidan (PD 9)	5.09	
Sussex County	Southside (PD's 13, 14, 19)	Crater (PD 19)	5.08	
Arlington County	Northern Virginia (PD 8)	Northern Virginia (PD 8)	5.07	
Culpeper County	Northern Piedmont (PD's 9, 10, 16)	Rappahannock-Rapidan (PD 9)	5.05	
Hampton City	Tidewater (PD 23)	Hampton Roads (PD 23)	5.04	
Waynesboro City	Northern Valley (PD's 6, 7)	Central Shenandoah (PD 6)	4.88	
Scott County	Southwest Virginia (PD's 1, 2, 3)	LENOWISCO (PD 1)	4.72	
Stafford County	Northern Piedmont (PD's 9, 10, 16)	RADCO (PD 16)	4.59	
Greene County	Northern Piedmont (PD's 9, 10, 16)	Richmond Regional (PD 15)	4.38	
Portsmouth City	Tidewater (PD 23)	Thomas Jefferson (PD 10)	4.30	
Hanover County	Richmond (PD 15)	Hampton Roads (PD 23)	4.30	
Buena Vista City	Northern Valley (PD's 6, 7)	Richmond Regional (PD 15)	4.00	
Fairfax City	Northern Virginia (PD 8)	Central Shenandoah (PD 6)	3.80	
Pulaski County	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Northern Virginia (PD 8)	3.63	
Prince William County	Northern Virginia (PD 8)	New River Valley (PD 4)	3.47	
Virginia Beach City	Tidewater (PD 23)	Northern Virginia (PD 8)	3.19	
Henrico County	Richmond (PD 15)	Hampton Roads (PD 23)	3.19	
Wise County	Southwest Virginia (PD's 1, 2, 3)	Richmond Regional (PD 15)	3.18	
Chesterfield County	Richmond (PD 15)	LENOWISCO (PD 1)	2.99	
Buchanan County	Southwest Virginia (PD's 1, 2, 3)	Richmond Regional (PD 15)	2.77	
Alexandria City	Northern Virginia (PD 8)	Cumberland Plateau (PD 2)	2.66	
Fairfax County	Northern Virginia (PD 8)	Northern Virginia (PD 8)	2.46	
Loudoun County	Northern Virginia (PD 8)	Northern Virginia (PD 8)	2.30	
Greensville County	Southside (PD's 13, 14, 19)	Northern Virginia (PD 8)	1.64	
Radford City	Southern Piedmont-Valley Industrial Zone (PD's 4, 5, 11, 12)	Crater (PD 19)	1.37	
Manassas City	Northern Virginia (PD 8)	New River Valley (PD 4)	.62	
		Northern Virginia (PD 8)	-2.02	